



TO: Clark County Councilors
FROM: Steve Morasch, Planning Commission Chair
PREPARED BY: Sharon Lumbantobing, Planner II
DATE: November 6, 2018
SUBJECT: CPZ2018-00004 STRAWBERRY HILL ANNUAL REVIEW FOR
COMPREHENSIVE GROWTH MANAGEMENT PLAN AND MAP
AMENDMENT

PLANNING COMMISSION RECOMMENDATION

On June 21, 2018, the Planning Commission voted 6 to 0 to approve the staff recommendation to amend the comprehensive plan designation and zoning from Commercial with Neighborhood Commercial (NC) zoning to Urban Low Density Residential comprehensive plan designation and Single Family Residential (R 1-6) zoning on two parcels: 189810000 and 189835000.

PROPOSED ACTION

Amend the comprehensive plan designation and zoning from Commercial with Neighborhood Commercial (NC) zoning to Urban Low Density Residential comprehensive plan designation and Single Family Residential (R 1-6) zoning on two parcels: 189810000 (1.07 acres), and 189835000 (0.58 acres), which are cumulatively 1.65 acres.

BACKGROUND

The applicant owns two parcels (189810000 and 189835000) that are currently zoned Neighborhood Commercial with a Commercial comprehensive plan designation. The two parcels total approximately 1.65 acres and are located at the intersection of NE 119th St. and NE 47th Ave. The proposal is to amend the comprehensive plan designation and zoning from Neighborhood Commercial (NC) to Urban Low Density Residential (R 1-6), which would allow these two parcels to develop consistent with the existing land uses to the north, south, and west of the site.

In 1994, the parent parcel was approximately 5.07 acres and split zoned. In 2007, the parent parcel was platted into 21 single-family residential lots zoned R1-6 and two parcels zoned Neighborhood Commercial. As part of the Strawberry Hill II subdivision, conditions were placed on the NC parcels to restrict direct access from NE 119th St and NE 118th St. All commercial access to the NC parcels would be from NE 47th Ave.

The applicant's narrative states that the owners have been unable to attract prospective tenants and/or buyers due to the access restrictions, the abundance of commercial retail space in the area, and the emergence of e-commerce. The property owner is requesting to amend the comprehensive plan designation and zoning from Commercial (NC) to Urban Low Density Residential (R 1-6) for parcels 189810000 (1.07 acres) and 18935000 (0.58 acres).



GENERAL INFORMATION:

Parcel Numbers: 189810000 and 189835000

Location: The two parcels are located west of the intersection of NE 119th St. and NE 47th Ave.

Area: 1.65 acres

Owner(s): Terry Wollam Sr. and Terry Wollam Jr.

Existing land use:

Site: Commercial (NC), undeveloped

North: Urban Low Density Residential (R1-10)

South: Urban Low Density Residential (R1-6)

East: Commercial (NC), underutilized

West: Urban Low Density Residential (R1-6)

SUMMARY OF PUBLIC INVOLVEMENT PROCESS

Sixty-day notice was sent to the Department of Commerce on March 20, 2018 under RCW 36.70A.106. A Notice of Determination of Non-Significance and SEPA Environmental Checklist were published in the Columbian newspaper on April 9, 2018. A legal notice was published for the Planning Commission hearing on June 6, 2018. A notice of application and hearing was posted on the property on June 6, 2018. On October 16, 2018, a legal notice was published for the County Council hearing and a notice of application and hearing was posted on the property.

All public comments are included in the County Council hearing binder.

APPLICABLE CRITERIA, EVALUATION AND FINDINGS

CRITERIA FOR ALL MAP CHANGES

- A. The proponent shall demonstrate that the proposed amendment is consistent with the Growth Management Act (GMA) and requirements, the countywide planning policies, the Community Framework Plan, Comprehensive Plan, City Comprehensive Plans, Applicable Capital Facilities Plans, and official population growth forecasts. [CCC40.560.010(G)(1)].**

Growth Management Act (GMA)

The GMA goals set the general direction for the county in adopting its framework plan and comprehensive plan policies. The GMA lists thirteen overall goals in RCW 36.70A.020 plus the

shoreline goal added in RCW 36.70A.480(1). The goals are not listed in order of priority. The GMA goals that apply to the proposed action are Goals 1 and 4.

Goal 1 Urban Growth. “Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner”. [RCW 36.70A.020(1) and WAC 365-196-310(2)(i)].

Goal 4 Housing. “Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock”. [RCW 36.70A.020(4)].

WAC 365-196-410 Housing Element section provides recommendations for meeting the element requirements. Under WAC 365-196-410(2)(a)(iii)(B), “The housing element shows how a county or city will accommodate anticipated growth, provide a variety of housing types at a variety of densities, provide opportunities for affordable housing for all economic segments of the community, and ensure the vitality of established residential neighborhoods...

- (iii) Housing goals and policies should address at least the following:
 - (A) Affordable housing;
 - (B) Preservation of neighborhood character; and
 - (C) Provision of a variety of housing types along with a variety of densities.” [WAC 365-196-410(2)(a)(iii)(B) and (C)].

Finding: The proposed amendment is within the Vancouver urban area and is served by public facilities and services to support the proposed amendment at urban densities. The proposed re-designation of this land for more residential uses is consistent with the type and intensity of uses expected in the Urban Growth Area. The proposed amendment is consistent with the applicable GMA Goals 1 and 4 and WAC 365-196-410.

Community Framework Plan

The Community Framework Plan (Framework Plan) provides guidance to local jurisdictions on regional land use and service issues. The Framework Plan encourages growth in centers, urban and rural, with each center separate and distinct from the others. The centers are oriented and developed around neighborhoods to allow residents to easily move through and to feel comfortable within areas that create a distinct sense of place and community. The Community Framework Plan policies applicable to this proposal include the following:

- “2.1.0 Communities, urban and rural, should contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries and to ensure an adequate supply of affordable and attainable housing.
- 2.1.8 Housing strategies are to be coordinated with availability of public facilities and services, including human services.” [Framework Plan, pages 14-15].
- 9.1.0 “Encourage a balance of job and housing opportunities in each urban center. Provide sufficient land for business as well as homes. Businesses within the community should provide a range of job types for the community’s residents.
- 9.1.4 Encourage appropriate commercial development in neighborhoods and rural centers that support the surrounding community.” [Framework Plan, pages 21].

Finding: The subject parcels are within the Vancouver UGA boundary and located in an area of existing urban development surrounded by residentially zoned and developed land. While the Community Framework Plan encourages retention of employment land for commercial development and employment purposes, the Framework Plan also addresses the need for an adequate supply of housing. The two parcels are approximately 1.65 acres and are located approximately 544 feet west of the intersection of NE 50th Ave. and NE 119th St. The comprehensive plan on page 34 states that NC should generally be located at the crossroads of neighborhood collectors or larger. There are two underutilized NC zoned parcels at the intersection of NE 50th Ave. and NE 119th St. and are ideally located to provide sufficient land for business. The proposed change is consistent with housing polices in the Framework Plan.

Countywide Planning Policies (CWPP)

The GMA, under RCW 36.70A.210, requires counties and cities to collaboratively develop Countywide Planning Policies (CWPP) to govern the development of comprehensive plans. The WAC 365-196-305(1) defines “the primary purpose of CWPP is to ensure consistency between comprehensive plans of counties and cities sharing a common border or related regional issues. Another purpose of the CWPP is to facilitate the transformation of local governance in the urban growth areas, typically through annexation to or incorporation of a city, so that urban governmental services are primarily provided by cities and rural and regional services are provided by counties.”

Policy 2.1.6 notes that jurisdictions should “encourage infill housing within cities and towns and urban growth areas.” [2016 Plan, page 72].

Finding: The proposed amendment is consistent with polices in the Countywide Planning Policies. The subject sites are within the Vancouver UGA boundary and located in an area of existing urban development surrounded by residentially zoned and developed land. The proposal is consistent with the county’s density goals.

Comprehensive Growth Management Plan 2015-2035 (2016 Plan)

The 20-year Comprehensive Growth Management Plan contains many policies that guide urban form and efficient land use patterns. The most relevant goals and policies applicable to this application are as follows:

“Goal: Encourage more compact and efficiently served urban forms and reduce the inappropriate conversion of land to sprawling, low-density development.

1.3.1 Urban densities and uses may occur throughout the urban growth area if it is provided with adequate services. Development and redevelopment in the UGA should be strongly encouraged to occur in greater intensity in major centers, transit routes and other areas characterized by both existing higher density urban development and existing urban services. Development and redevelopment should be encouraged to occur with less intensity in areas where urban development is of lower density or has not yet occurred, or in areas where urban services do not yet exist. [2016 Plan, page 46].

Goal: Provide for diversity in the type, density, location and affordability of housing throughout the county and its cities. Encourage and support equal access to housing for rental and homeowners and protect public health and safety.

2.2.6 Encourage a variety of housing types and densities in residential neighborhoods.” [2016 Plan, pages 72-73].

Finding: The proposed amendment is consistent with polices in the 2016 Plan. The proposed re-designation of this land for more residential uses is consistent with the type and intensity of uses expected in the Urban Growth Area.

Conclusion: Criterion A has been met.

B. The proponent shall demonstrate that the designation is in conformance with the appropriate locational criteria identified in the plan and the purpose statement of the zoning district. [CCC 40.560.010(G)(2) and CCC 560.020.(G)].

“Urban Low Density Residential (UL). This designation provides for predominantly single-family residential development with densities of between five and ten units per gross acre. Minimum densities will assure that new development will occur in a manner which maximizes the efficiency of public services. New development shall provide for connection to public sewer and water. Duplex and attached single-family homes through infill provisions or approval of a Planned Unit Development may be permitted. In addition, public facilities, churches, institutions and other special uses may be allowed in this designation if certain conditions are met. The base zones which implement this 20-Year Plan designation are the R1-20, R1-10, R1-7.5, R1-6 and R1-5 zones. The zones may be applied in a manner that provides for densities slightly higher than existing urban development, but the density increase should continue to protect the character of the existing area.” [2016 Plan, page 33].

“Single-Family Residential Districts (R 1-20, R 1-10, R 1-7.5, R 1-6, and R 1-5)

A. Purpose.

1. The R 1-20, R 1-10, R 1-7.5 districts are intended to:
 - a. Recognize, maintain and protect established low-density residential areas.
 - b. Establish higher densities where a full range of community services and facilities are present or will be present at the time of development.
 - c. Provide for additional related uses such as school, parks and utility uses necessary to serve immediate residential areas.
2. The R 1-6 and R 1-5 districts are intended to provide for higher single and duplex densities where a full range of community services and facilities are present or will be present at the time of development.” [CCC 40.220.010(A)].

Finding: The proposed comprehensive plan amendment and rezoning is in conformance with both the locational criteria in the comprehensive plan and the purpose of the proposed zoning districts. The surrounding properties are already zoned Urban Low Density Residential.

Conclusion: Criterion B is met.

C. The map amendment or site is suitable for the proposed designation and there is a lack of appropriately designated alternative sites within the vicinity. [CCC 40.560.010(G)(3)].

Finding: Neighborhood Commercial areas are of limited size and are intended to provide for the convenience shopping needs of the immediate neighborhood. Two adjacent properties to the

east and north of the subject parcels are currently zoned Neighborhood Commercial and together total 2.75 acres. These two properties are corner lots located at the intersection of NE 50th Ave. and NE 119th St. and are better situated to serve the commercial needs of the neighborhood. According to Clark County's Vacant Buildable Lands Model inventory, there are approximately seven acres (4.5%) of vacant and unconstrained residential land in the vicinity of the subject parcels, out of a total of 150 acres of land zoned as R1-6. The properties adjacent to the subject parcels are already zoned R- 1-6. As part of the Strawberry Hill II subdivision, conditions were placed on the two commercial parcels to restrict access from NE 118th Ave. Access to the two parcels is only allowed from NE 47th Ave. If the properties are rezoned to R1-6, the property owner would be required to schedule a Pre-Application Review for a plat alteration (CCC 40.540.120) to consider removal of the landscape buffer along the southern edge of the commercial parcels along NE 118th St. and to remove access restrictions from NE 118th. The proposed map amendment is suitable for the proposed designation as R1-6.

Conclusion: The site is suitable for the requested Urban Low Density Residential comprehensive plan designation with R1-6 zoning. These two parcels are the last two undeveloped parcels in the Strawberry Hill II subdivision. Only 4.5% of the land in the vicinity of the subject parcels that is zoned R1-6 is vacant and unconstrained. There are two other parcels zoned NC in the immediate vicinity which are better situated at an intersection to serve the commercial needs of the neighborhood. Criterion C is met.

D. The plan map amendment either; (a) responds to a substantial change in conditions applicable to the area within which the subject property lies; (b) better implements applicable comprehensive plan policies than the current map designation; or (c) corrects an obvious mapping error. [CCC 40.560.010(G)(4)].

Finding: The proposed land use amendment (b) better implements applicable comprehensive plan policies than the current land use designation. The commercial land use designation is generally perceived to be the highest value use of property. The applicant included a statement from their real estate broker stating that "Sellers and/or different realtors have been trying to sell those commercial pads for almost a decade now. They make no sense whatsoever as commercial and you would have to give the land away for free (even in this super strong economy), to make a project pencil. I had them listed on and off the market as part of the Strawberry plat for almost three years with no success. They should be residential lots."

There is a housing crisis in Clark County and rezoning these lands for residential development would help address the need for more housing. According to Clark County's Vacant Buildable Lands Model, there are only seven out of 150 acres (or 4.5%) of vacant and unconstrained residential land in the vicinity of the subject parcels that are zoned R1-6.

There are two other parcels with NC zoning in the vicinity which are located at an intersection and are better situated to meet the commercial needs of the neighborhood. The two subject parcels have remained undeveloped as commercial properties since 1994. The applicant submitted several articles on national commercial market trends, which state that there is a reduced demand for brick-and-mortar retail that is resulting from the rise of e-commerce. Many retail properties, both developed and undeveloped, are suffering from this market trend. As noted by the US Census Bureau, e-commerce represented 8% of retail sales in 2005 which rose to 12.9% by 2016.

Conclusion: The proposed land use amendment (b) better implements applicable comprehensive plan policies than the current land use designation. The need for residentially zoned land to develop housing would better implement the comprehensive plan policies than maintaining these two parcels as Neighborhood Commercial. There are two other NC zoned parcels in the vicinity, which are sufficient to meet the neighborhood commercial needs, but there are only seven out of 150 acres (or 4.5%) of vacant, unconstrained residential land in the vicinity of the subject parcels that are zoned R 1-6. Criterion D has been met.

E. Where applicable, the proponent shall demonstrate that the full range of urban public facilities and services can be adequately provided in an efficient and timely manner to serve the proposed designation. Such services may include water, sewage, storm drainage, transportation, fire protection and schools. Adequacy of services applies only to the specific change site. [CCC 40.560.010(G)(5)].

Finding: The full range of urban public facilities and services are available to serve residential uses at the site. Clark Public Utilities provides water service, Clark Regional Wastewater provides sewer service, Fire District 5 and Clark County Sheriff's office serve this area, and it is in the Battle Ground school district. Future development of parcels 189810000 and 189835000 in the Strawberry Hill II subdivision will be required to provide a separate stormwater facility at the time of development. This is within C-Tran's service area and is currently served by a transportation arterial network. The Transportation Impact Analysis shows a decrease in trips as a result of this request, which will reduce vehicular demand on the streets adjacent to this proposal. The current NC zoning could generate 608 daily trips. When rezoned to R 1-6, the traffic impact analysis concluded that the site could generate 95 daily trips, which are 513 fewer daily trips than the current NC zoning.

Conclusion: Criterion E is met.

RECOMMENDATION AND CONCLUSIONS

Based on the information and the findings presented in this report and in the supporting documents, the Planning Commission forwards a recommendation of **APPROVAL** to Clark County Councilors. The following table lists the applicable criterion and summarizes the findings of the staff report and Planning Commission report for CPZ2018-00004.

COMPLIANCE WITH APPLICABLE CRITERIA		
Criteria for Policy/Text Amendments	Criteria Met?	
	Staff Report	Planning Commission Findings
A. Consistency with GMA & Countywide Policies	Yes	
B. Conformance with Locational Criteria	Yes	
C. Site Suitability and Lack of Appropriately Designated Alternative Sites	Yes	
D. Amendment Responds to Substantial Change in Conditions, Better Implements Policy, or Corrects Mapping Error	Yes	
E. Adequacy/Timeliness of Public Facilities and Services	Yes	
Recommendation:	APPROVE	APPROVE